ESF #5 - EMERGENCY MANAGEMENT

Participating Departments/Agencies:

Nebraska Department of Administrative Services
Nebraska Emergency Management Agency
Nebraska Department of Environmental Quality
Nebraska Game and Parks Commission
Governor
    Governor's Office
    Policy Research Office
    Energy Division
Nebraska Health and Human Services System
Nebraska Department of Insurance
Nebraska Military Department
Nebraska Department of Natural Resources
Nebraska State Fire Marshal
Nebraska State Patrol
Nebraska Department of Roads
University of Nebraska System
Nebraska Department of Veteran's Affairs

The Nebraska Emergency Management Agency shall coordinate emergency response as directed by the Governor; SSR 81-829.

I.   ESF #5 PURPOSE

A. To support the overall activities; prevention, response and recovery, for domestic incident management prior to, during and after major disasters or emergencies.

B. To coordinate the overall management, administrative, information, planning, and operation functions in the State Emergency Operations Center (SEOC), fixed and/or mobile, in support of state and local response operations before, during and immediately following a Governor's Emergency Proclamation.

C. To develop, maintain and manage procedures and activities necessary to support state and local response, recovery and mitigation efforts; including but not limited to damage assessment, needs assessment, information gathering, situation analysis, action planning, preparation of the Governor's Declaration, and Presidential Declaration requests; alert, notification and deployment of staff and ESFs, logistics and resource procurement and distribution coordination and deployment, and following a declaration, participation with Federal agencies in Joint Field Office activities, and incident related financial activities.

D. To establish and maintain communications systems with the incident, ESFs, Governor's Office, state, Federal and non-governmental agencies and departments as determined by the kind and extent of the incident.

II.   SITUATION

    A. Disaster Condition

    Major emergencies/disasters necessitate the need for rapid and accurate collection of information and the development of appropriate Incident Action Plans for response and recovery.

    B. Assumptions

       1. In order to identify response requirements of the disaster or emergency incident, there will be an immediate and continuous demand for information on the impact, magnitude and damages.

       2. Local government will be the immediate and best source of vital information regarding damage and initial response capabilities and needs.

       3. There will be delays in establishing full operational capability.

       4. Communications problems, impact of damages, weather, smoke and other environmental factors will restrict situation assessment activities.

       5. ESF #5 staff deployed to the disaster area may be required to operate without local support.

       6. Much of the information used in planning and responding to emergencies has a spatial dimension. Geographic information systems (GIS) technology provides essential tools for displaying and analyzing spatial data to support emergency management activities.

III.   CONCEPT OF OPERATIONS

    A. The state support for Emergency Management staffing, functions and operations is organized and will operate in accordance with NIMS.

    B. The lead agency will generally work from the State Emergency Operations Center (SEOC), in the NEMA headquarters; supporting ESFs may be requested to send representatives to the SEOC or choose to work from their own EOCs.

    C. The Incident Commander will have trained qualified staff to fill the management positions of the general and command staffs as required, especially when operating during a multi-agency response incident.

    D. In the event of a potential or real disaster event, NEMA will operate in accordance with the current EOC Plan and standard Operations Procedures.

When the SEOC is activated, the ESFC will activate ESF #5, the ESFC will identify which support departments/agencies are needed, and take steps to insure that these departments/agencies are activated or on alert as appropriate.

E. ESF #5 activities may include:

1. Supporting the general staff function by providing administrative support, public information staff, liaison and other specialists as determined

2. Supporting the command staff functions by providing staff, incident action planning capabilities, information, administration, and logistical technical experts and financial support functions as needed

3. Processing requests for support from affected jurisdictions

4. Gathering, evaluating and disseminating information from local response organizations, including EOCs; regarding incident prevention and response actions and the status of resources

5. Developing the Incident Action Plans, reports and other devices to describe and document overall response activities and to keep the Governor and activated ESFs informed of the status of the overall response operations

3. Gathering and displaying certain critical information which may not be immediately or readily available to an ESF but is needed by one or more ESF to facilitate response actives. This may entail geospatial intelligence, modeling and forecasting.

4. Establishing and maintaining an electronic log of events, points of contact, needs and resultant activities for the duration of the incident.

5. Developing, as needed, Situation Reports (SITREPS) that describe the overall picture of the situation and describes state response activities undertaken to assist the affected local area;

6. Developing and delivering scheduled briefings, and maintaining displays of pertinent information using maps, charts, computer aided displays, video, etc.

7. Providing a gross assessment of disaster impacts including the identification of boundaries of the damaged area and distribution, type and severity of damages, including the status of critical facilities;

8. Providing a general assessment of the status of government operations at the local level;

9. Developing and maintaining GIS capabilities to support emergency management functions.

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10. Tracking the request for, procurement and distribution of requested resources; equipment, personnel, services and supplies.

11. Maintaining fiscal tracking of labor, contracted services, facilities, supplies and equipment used by the SEOC. Maintain required monitoring/tracking of other disaster related costs and expenditures.

12. Coordination of all participating agencies requests for reimbursement; ensuring that these agencies provide expeditious receipts, review of bills or requests for reimbursements and ensuring that proper documentation supports any expenditure claimed.

IV.   ADDITIONAL RESOURCES

ESF #5 will utilize personnel and resources from participating departments/agencies to respond to mission assignments related to emergencies/disasters. Additional resources available at other ESFs may be coordinated and mobilized to support ESF #5 missions. When requests exceed the state's capability to respond, additional resources (i.e. federal resources, contractual agreements, and mutual aid agreements) will be mobilized. All personnel and resources mobilized by ESF #5 will remain under the direction and control of the Incident Commander and the appropriate staff responsible for the ESF function; i.e. general or command staff officer/chief.

V.   ADMINISTRATION AND LOGISTICS

A. Fiscal

All incident related expenses must be documented using generally accepted accounting procedures. The State and Federal governments will conduct audits prior to providing reimbursements for eligible expenditures.

B. Notification

The NEMA will maintain a current ESF point of contact roster.

C. Review and Annex Up-dates

D. The NEMA Response and Recovery Section Manager will review and update this annex annually.

LIST OF ATTACHMENTS

THE NATIONAL INCIDENT
MANAGEMENT SYSTEM (NIMS)

I.   National Incident Management System (NIMS)

    A. The SEOP is designed to follow the federally mandated National Incident Management System (NIMS), the Nation's first standardized management approach that unifies Federal, state, and local lines of government for incident response.

    B. NIMS establishes standardized incident management processes, protocols, and procedures that all responders — Federal, state, tribal, and local — will use to coordinate and conduct response actions. With responders using the same standardized procedures, they will all share a common focus, and will be able to place full emphasis on incident management when a homeland security incident occurs — whether terrorism or natural disaster. In addition, national preparedness and readiness in responding to and recovering from an incident is enhanced since all of the Nation's emergency teams and authorities are using a common language and set of procedures.

II.   Advantages of NIMS:

    A. NIMS incorporates incident management best practices developed and proven by thousands of responders and authorities across America. These practices, coupled with consistency and national standardization, will now be carried forward throughout all incident management processes: exercises, qualification and certification, communications interoperability, doctrinal changes, training, and publications, public affairs, equipping, evaluating, and incident management. All of these measures unify the response community as never before.

    B. NIMS was created and vetted by representatives across America including:

        1. Federal government

        2. States

        3. Territories

        4. Cities, counties, and townships

        5. Tribal officials

        6. First responders

III.   Key features of NIMS

A.   Incident Command System (ICS). NIMS establishes ICS as a standard incident management organization with five functional areas — command, operations, planning, logistics, and finance/administration — for management of all major incidents.   To ensure further coordination, and during incidents involving multiple jurisdictions or agencies, the principle of unified command has been universally incorporated into NIMS. This unified command not only coordinates the efforts of many jurisdictions, but provides for and assures joint decisions on objectives, strategies, plans, priorities, and public communications;

B.   Communications and Information Management.   Standardized communications during an incident are essential and NIMS prescribes interoperable communications systems for both incident and information management. Responders and managers across all agencies and jurisdictions must have a common operating picture for a more efficient and effective incident response;

C.   Preparedness. Preparedness incorporates a range of measures, actions, and processes accomplished before an incident happens. NIMS preparedness measures including planning, training, exercises, qualification and certification, equipment acquisition and certification, and publication management. All of these serve to ensure that pre-incident actions are standardized and consistent with mutually-agreed doctrine. NIMS further places emphasis on mitigation activities to enhance preparedness. Mitigation includes public education and outreach, structural modifications to lessen the loss of life or destruction of property, code enforcement in support of zoning rules, land management, and building codes, and flood insurance and property buy-out for frequently flooded areas;

D.   Joint Information System (JIS).   NIMS organizational measures enhance the public communication effort. The Joint Information System provides the public with timely and accurate incident information and unified public messages. This system employs Joint Information Centers (JIC) and brings incident communicators together during an incident to develop, coordinate, and deliver a unified message. This will ensure that Federal, state, and local levels of government are releasing the same information during an incident;

E.   NIMS Integration Center (NIC).   To ensure that NIMS remains an accurate and effective management tool, the NIMS NIC will be established by the Secretary of Homeland Security to assess proposed changes to NIMS, capture, and evaluate lessons learned, and employ best practices. The NIC will provide strategic direction and oversight of the NIMS, supporting both routine maintenance and continuous refinement of the system and its components over the long term. The NIC will develop and facilitate national standards for NIMS education and training, first responder communications and equipment, typing of resources, qualification and credentialing of incident management and responder personnel, and standardization of equipment maintenance and resources. The NIC will

continue to use the collaborative process of Federal, state, tribal, local, multi-discipline and private authorities to assess prospective changes and assure continuity and accuracy.

NEMA JOINT INFORMATION CENTER (JIC) PROTOCOL

I. PURPOSE

To provide the citizens of Nebraska and of the United States with timely, accurate and clear information following a disaster; to advise and forewarn the public of hazardous or threatening situations; and to assure the public that the Nebraska Emergency Management Agency and other state agencies are working together to protect and restore their way of life.

II. SITUATION

A. In a major disaster or emergency, a Joint Information Center (JIC) will be initiated at the direction of the Assistant Director of the Nebraska Emergency Management Agency (NEMA). This facility will be established as a central point for the coordination of emergency public information and for media access to all response and recovery information.

B. The quick and efficient establishment of a JIC is essential. During the early stages of the response to the precipitating event, time is of the essence. Victims of a disaster, and those citizens threatened with harm, require early, accurate and complete information. Warnings must be posted and instructions relayed so that the citizenry can provide for their own safety.

C. When multiple public or private agencies and organizations come together to respond to an emergency or manage an event, efficient information flow is critical to effectively carrying out these PIO responsibilities and meeting the expectations of various publics. A JIC is a centralized "communication hub" that serves to achieve that information flow.

D. Just as important as the actual information, though, is the need to reassure citizens that the State and its agencies are working to protect and provide for them. Because of the critical nature of providing emergency information to disaster victims, time spent getting organized rather than responding at the time of an event can lead to confusion and a loss of public confidence. Swift reinforcement of the public's faith in the State and its entities will do much to prevent confusion and bolster the citizen's confidence in their government.

III. CONCEPT OF OPERATIONS

A. The decision to establish the JIC will be made by the Incident Commander. At his direction, the Lead PIO will report to the EOC for initial briefing. Following that briefing, the Lead PIO will begin the JIC stand-up process by placing telephone calls to pre-identified JIC staff or to their pagers.

B. Once the staff notification has been accomplished, the Lead PIO will physically open the JIC facility. The primary JIC location is designated as the CFMO Conference Room at 1234 Military Road. However, an alternate location may be identified by the Incident Commander and the Lead PIO, and that location will be communicated to responding staff.

C. The JIC will be staffed at a level dictated by the scope of the disaster or emergency. The minimum staffing for any incident will consist of:

1. Lead PIO

2. Assistant IO/Internal (JIC Manager)

3. Assistant IO/External (EOC Liaison)

4. Administrative Assistant/Support Mgr

5. Writer

6. Inquiries & Rumor Control Specialist

D. Other positions that will be staffed if personnel are available include:

1. Governor's Representative

2. Media Monitor

3. Data Gatherer/Researcher

4. Photographer/Videographer

5. Spokesperson

6. Government Liaison

7. Web Manager

E. Each of these positions may have one or more assistants, as the situation requires. Other specialized positions may also be staffed as necessary.

F. Some disasters, by their location and nature, may require the establishment of one or more satellite JICs. These operations would mirror the functions of the primary JIC, but would be located at or near the scene of the disaster or functional areas related to the disaster. Staffing at a satellite JIC may be smaller than at the primary JIC, with an Assistant PIO assigned to manage the facility and its operations. However, a large-scale incident well removed from the

primary JIC may dictate a larger entity, housing such personnel as would be required to gather, process and communicate information to the primary JIC.

G. Establishment of a satellite JIC might be as simple as working out of a state vehicle in a remote location, or might be collocated with the NEMA Mobile Command Center. In the event of a large-scale event, the satellite JIC could require the establishment of a facility in a structure near the site and necessitate scaling up to an operation approximating the primary JIC itself. All issues that concern the primary JIC with regards to logistics and operations would also apply to any and all satellite JICs.

H. In the event that a Federal Disaster Declaration is issued and the Federal Emergency Management Agency (FEMA) establishes a Disaster Field Office (DFO), the Lead PIO will transition to the DFO to manage the federal JIC with the FEMA Lead Public Assistance Officer (PAO). The State will also need to provide additional Information personnel to aid the FEMA operation in such areas as Congressional Liaison and Community Relations.

I. Overall responsibility for the JIC will reside with the Lead PIO. The management of the JIC will be the responsibility of the Assistant IO/Internal (JIC Manager). Coordination with the EOC will be by way of the Assistant IO/External (EOC Liaison). All issues of policy, coordination or operations and issues of direction and control rest with the Governor, through his Director of Communications, and with the Incident Commander.

IV.   GENERAL OBJECTIVES

A. A JIC is a collocated group of representatives from agencies and organizations involved in an event that are designated to handle public information needs. The JIC structure is designed to work equally well for large or small situations. It is scalable, able to expand or contract to meet the needs of the specific incident. The NEMA JIC is led by the Public Information Officer (PIO) who has three primary responsibilities:

   1. To gather incident data. This involves understanding how an ICS/UCS operates and developing an effective method for obtaining up-to-date information from appropriate ICS/UCS Sections;

   2. To analyze public perceptions of the response. This involves employing techniques for obtaining community feedback to provide response agencies with insight into community information needs, their expectations for the role to be played by the response agencies, and the lessons to be learned from specific response efforts;

   3. To inform the public. That is, to serve as the source of accurate and comprehensive information about the incident and the response to a specific

set of audiences. When multiple public or private agencies and organizations come together to respond to an emergency or manage an event, efficient information flow is critical to effectively carrying out these IO responsibilities and meeting the expectations of various publics. A JIC is a centralized "communication hub" that serves to achieve that information flow.

B. Establishing a JIC, developing processes and procedures, and training staff on how to operate a JIC effectively allows response organizations to be more proactive in responding to the information needs of responders, the public, and federal, state and local governments. Through a JIC, the different agencies (including state, local, and other entities) involved in a response can work in a cohesive manner, enabling them to "speak with one voice." By maintaining a centralized communication facility, resources can be better managed and duplication of effort is minimized. Finally, the use of a JIC allows for tracking and maintaining records and information more accurately — therefore improving the ability to conduct post-incident assessments that can be used to improve crisis communication and general response activities during future incidents

C. The objectives of the JIC are to fulfill all responsibilities of the Public Information Officer, and must develop and implement strategies to:

1. Develop, recommend and execute public information plans and strategies on behalf of the Incident Command.

2. Gather information about the crisis.

3. Provide all target markets with equal access to timely and accurate information about disaster response, recovery and mitigation programs.

4. Instill confidence in the community that all levels of government are working in partnership to restore essential services and help individuals begin to put their lives back together.

5. Capture images of the crisis in video and photos that can be used by the response organization as well as the media.

6. Monitor and measure public perception of the incident.

7. Facilitate the control of rumors;

8. Work with the media to promote a positive understanding of federal and state response, recovery and mitigation programs.

9. Manage expectations so that disaster victims have a clear understanding of all disaster response, recovery and mitigation services available to them.

10. Support state and local efforts to reach disaster victims with specific program information.

C. The JIC will be physically located near the Emergency Operations Center (EOC). At this facility, Public Information Officers from involved agencies will come together and contribute to the coordination and release of accurate and consistent information that will be disseminated quickly to the media and to the public.

D. Before its release, disaster or emergency information will be coordinated and reviewed by the NEMA Assistant Director or his designee – hereinafter referred to as the Incident Commander – to ensure consistency and accuracy.

E. All Nebraska state agencies are encouraged to develop and disseminate their own information. The NEMA PIO – hereinafter referred to as the Lead PIO – will exercise no editorial or policy control over agencies' release of information about their own policies, procedures or programs.

F. All Nebraska agencies involved in the disaster or emergency response, as well as private and voluntary responding entities, are invited and encouraged to participate in the operation of the JIC. It is expected that all agencies will staff and conduct their own information activities, but all are encouraged to contribute staff to the JIC to facilitate the coordination of information and provide one voice for the State of Nebraska.

G. Access to the EOC will be limited, as will access to the JIC. Agencies requiring or requesting access to EOC personnel for information purposes will be coordinated through the JIC, as will be requests for interviews with Response Agencies and officials.

V. JIC LOCATION

A. The primary JIC location is designated as the CFMO Conference Room at 1234 Military Road. However, an alternate location may be identified by the Incident Commander and the Lead PIO, and that location will be communicated to responding staff.

B. Assuming the minimum staffing configuration of six persons, and allowing for one assistant for each, it will be necessary to ensure that there is space for 12 people to work. Among the basic needs to be addressed are the access to sufficient power outlets and strips; internet connection; dedicated media phone line; dedicated rumor control/hotline.

C. Will need to work out security clearance with Guard to get personnel onto base, make media access arrangements.

D. Space will need to be arranged for a media work center and a media briefing area. These spaces will need to be physically separate from the JIC working area. The media work area will require multiple telephone lines and computer internet connections, electrical outlets, and work tables and chairs. Office supplies and other items will be the responsibility of the media representatives. The media briefing area will require a podium, chairs for the media and presenters, electrical outlets, and sufficient room to allow television cameras to be set up at the rear and sides.

E. The space required for all functions – both for the JIC and for the media areas – will be dependent on the size of the incident. A larger incident will, obviously, require more JIC staff, with concomitant larger space requirements. A large-scale incident will also draw more press attention, demanding more working and briefing space. In the event of a disaster of a scope that will draw national media attention, the space requirements will increase dramatically.

F. In addition to the working and briefing space within the JIC, provisions must also be made for space outside and adjacent to the JIC building for the parking and operation of media broadcast trucks and trailers.

G. Credentialing

1. Each staff member reporting to the JIC will be required to log in as they arrive. At that time they will be issued a numbered JIC identification badge, which they will wear prominently displayed at all times they are on duty. This badge is not only a means of controlling JIC access, but also serves as a unifying element that makes them readily identifiable by responders and members of the media and the public. JIC personnel will log in at the beginning of each shift and log out at the end of each shift. They will be required to return their identification badge at their final log-out when the JIC is deactivated.

2. Media will also be required to log in and out of the JIC facility. All media allowed access to the facility will be required to show valid media identification listing their name and affiliation. At the time that they log in to the facility they will be issued a numbered media badge, which they will be required to display at all times. When media personnel leave the JIC facility they will log out, even if they are going into the field and intend to return.

JIC Equipment

A. Each staff position in the JIC will require a dedicated computer and printer. These computers may be supplied by individual staffers, who will bring them to the JIC from their home agency. These contributed computers will be pre-identified, and will be deducted from the total number of workstations that must be provided at the JIC. However, back-up equipment should be available to ensure that each station is equipped in the event outside equipment is not brought in. This will mean a total of six computers and six printers for the minimum staffing level, and more as staffing dictates. Each machine should be capable of plugging into the military broadband connection for internet access, and should be capable of reading/writing CD media.

B. In addition to computers and printers, the JIC will require the following equipment and supplies:

Overhead projector, JIC workspace

Overhead projector, media briefing room

Extension cords, power strips and surge protectors

White boards, JIC workspace

White boards, JIC workspace

Photocopier

Telephones and outside phone lines, JIC workspace (minimum of 6)

Telephones and outside phone lines, media workspace (minimum of 2)

Telephone directories for all affected areas

Copy of State Emergency Operations Plan (SEOP)

Flip chart pads & easel

Television

VCR

DVD Player

Audio cassette recorder

Blank audio cassettes

Blank video cassettes

Batteries

Clocks

Am/fm radios

Weather radio

Communication radios

Letterhead

Blank CD media

Style books & dictionaries

FAX machine, JIC workspace

FAX machine, media workspace

Graphic arts supplies

Office supplies (pens, pencils, note paper, stapler, etc.)

Copier/printer paper

Toner cartridges/ink cartridges

Phone recording equipment

Maps & markers

Telephone directories

Podium

Podium sign

Name plates for media presenters

C. This equipment will be housed and maintained at the NEMA EOC, and will be transported to the JIC facility when the JIC is made operational. The Lead PIO or his designee will be responsible for deployment and return of the equipment.